

ICS-77-6203  
2 March 1977

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MEMORANDUM FOR: [REDACTED]  
Director, Office of Performance, Evaluation  
and Improvement

FROM: [REDACTED]  
Director, Office of Policy and Planning

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SUBJECT: PRM/NSC-11 and Related Studies

1. The most productive approach to the studies directed by PRM/NSC-11, and to the more comprehensive (from our standpoint) tasking in Admiral Turner's message of 27 February, seems to me to be this: a) rather than try to deal with the whole universe of conceivable issues relating to American intelligence, start by identifying problems now perceived to exist; b) then move from there to articulation of various possible solutions to individual problems, with the related advantages and disadvantages of each; c) and, finally, try to identify that mix of solutions to individual problems which forms the most advantageous overall institutional response to the whole complex of problems.

2. I know that you need a response by close of business today so, while a full-fledged articulation of the foregoing approach has not been possible within the limited time available, I have attached a beginning which may serve to illustrate the concept. We are ready and anxious to work with you and others on the Staff to support the SCC and the DCI in the response to PRM/NSC-11.

3. It seems important to me that we not be in the position of asking the President and the NSC what kind of a Community and DCI they want, but rather of illustrating the

problems we have and the range of possible solutions. The Community structure and the role of the DCI would then evolve from the solutions agreed upon.



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Attachment  
As stated

### The Problem Tabulation

The tabulation attached is intended at this point to be illustrative, not comprehensive. It categorizes problems with the way things are going now in American intelligence as primarily related to resource management, intelligence operations, or Community oversight. Subsequent study would no doubt result in additions, perhaps deletions, and maybe some shifts from one column to another. The central point of such a tabular display of problems and possible solutions is to emphasize that solutions must not be adopted in isolation, but rather on the basis of their compatibility with other solutions and contribution to overall effectiveness of the operation.

The first problem listed under resource management shows how possible solutions, with attendant advantages and disadvantages, would be articulated. This aspect is omitted under other problems shown here for illustrative purposes, but would be included in the completed tabulation as the basis for comparison and decision.

## PROBLEM TABULATION

RESOURCE MANAGEMENT	INTELLIGENCE OPERATIONS	COMMUNITY OVERSIGHT
<p>Problem: In development of overall NFIP budget, the DCI is charged with responsibility for an efficient and economical program, but lacks decision authority as to its content, as well as direct access to program managers.</p> <p>Possible Solutions:</p> <p>1: Advantages: Disadvantages:</p> <p>2: Advantages: Disadvantages:</p>	<p>Problem: Mechanisms for coordinated tasking of collection resources, and for effecting efficient cross-program tradeoffs, are inadequate.</p>	<p>Problem: DCI responsible for protection of sensitive intelligence sources and methods, but lacks authority (in terms of useable sanctions) to meet this responsibility.</p>
	<p>Problem: DCI lacks authority to directly task constituent elements of the Community (except CIA)(some question as to role and line of authority with respect to NIOs), but is responsible to serve the President as principal foreign intelligence advisor.</p>	<p>Problem: Authority for compartmentation of intelligence is fragmented, leading to inconsistency and unresponsiveness to Community-level guidance.</p>
<p>Problem: Long-range planning for the intelligence function is inadequate.</p>	<p>Problem: Identification and validation of requirements is inconsistent and haphazard.</p>	<p>Problem: DCI lacks authority to review for propriety intelligence activities in many of the constituent elements of the Community.</p>
<p>Problem: Mechanisms for rigorous evaluation of the adequacy of resources devoted to intelligence are inadequate.</p>	<p>Problem: Lack of agreement as to the proper role of intelligence in performing net assessments.</p>	
	<p>Problem: Mechanisms are lacking for integration of assets of non-intelligence agencies into an overall intelligence collection plan.</p>	

## PROBLEM TABULATION

RESOURCE MANAGEMENT	INTELLIGENCE OPERATIONS	COMMUNITY OVERSIGHT
Problem: No central authority exists for review and, where dictated by efficiency, modification of departmental intelligence operations.	Problem: The role of the DCI in crises is ill-defined, and existing arrangements are inadequate to support any meaningful contribution on his part.	Problem: National policy on counter-intelligence is non-existent.
Problem: DCI responsibility for efficient interface of national and tactical intelligence is hampered by his lack of authority over the vast bulk of the resources involved.		

Comments to Accompany Problem Tabulation

1. In some cases, there may be only a single possible solution.
2. In other cases, there may be no feasible solution.
3. In many cases, solutions which are sub-optimal may have to be rejected in order to obtain the most effective mix of solutions in terms of the overall problem complex.
4. A system dynamics assessment of the proposed complex of solutions could be useful in evaluating the probable effects of various approaches.
5. The advantages and disadvantages of various possible solutions may not be the same in the context of the overall set of solutions as when considered separately.
6. Numerous considerations which are often postulated in advance (such as the role of the DCI, the organization and structure of the Intelligence Community, and the statutory and executive tasking and authority for intelligence officials) would, using this approach, evolve from development of the optimum set of solutions.
7. This approach would facilitate, rather than exclude, consideration of related problems and possible solutions which are presently outside the DCI's stated role and responsibilities.
8. Unproductive consideration of the majority of institutional arrangements which are working well would be avoided. When proposed solutions have been selected, it will be necessary to be sure that, in addition to solving current problems, they do not create any new ones by disturbing other ongoing arrangements which are working well.